DOCUMENT RESUME

ED 207 193 EA 013 978

AUTHOR O'Reilly, Robert C.
TITLE Changing Certification and Endorsement Programs.
PUB DATE 17 Aug 81
NOTE 18p.; Paper presented at the Annual Meeting of the National Conference of Professors of Educational Administration (35th, Seattle, WA, August 17, 1981).

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Administrators; Court Litigation; *Educational Legislation; Elementary Secondary Education; Job Performance; Minimum Competency Testing; *State Legislation; State Standards; *Teacher Certification; Test Bias
IDENTIFIERS Teacher Competencies

ABSTRACT

A review of state laws governing certification of professional educators reveals both wide agreement on many certification issues and a shift toward making requirements more stringent. Teacher certification has long been accepted as a means of ensuring minimum competency. Many of the issues surrounding certification have been settled, including those involving school board responsibilities, certification for specific grades and subjects, certification of all educational professionals (such as superintendents, principals, and librarians), and requirement of completion of particular college degree programs. Similarities in statutes from Oregon, Nebraska, and Connecticut confirm this. Of late, however, state legislatures have tended to add new requirements. Now many state laws, as in Oklahoma and Florida, mandate statewide teacher examinations and reviews of beginning teachers' performance. A recent U.S. Supreme Court decision affirms that such examinations are legal, even where, as in South Carolina, they disqualify proportionaltely more blacks than whites. States have enacted fewer regulations covering certification of educational administrators, but the reasons may be as much political as occupational. (RW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED207193

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

CHANGING CERTIFICATION AND ENDORSEMENT PROGRAMS

by

Robert C. O'Reilly, Professor
Educational Administration and Supervision
University of Nebraska
Omaha, Nebraska 68182

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

R. C. O'Reilly

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Presented at the
National Conference of Professors of
Educational Administration
Seattle, Washington
August 17, 1981

EA 013 978

"Changing Certification and Endorsement Programs"

Certification Concepts and Obligations

American schools employ several different categories of professionally specialized personnel. The standards of preparation for each type have evolved and now, approaching the end of the century, those standards are strikingly similar from one state to another; however, some different patterns for certification are just now developing in a number of states.

Through the decades of operation, many changes in school district size and program types have occurred. It is generally accepted that all beginning professionals should have a credential attesting to minimum competence to teach children, and likelihood of success as a starting teacher. Insofar as possible, uniformity within each state has also been accepted as one goal for teacher certification. The certificate became that credential of uniform minimum competence. Teacher certification has had the continuous support of the National Education Association (NEA) and the American Federation of Teachers (AFT), as well as the associations of practicing educational administrators. Typically, professors of educational administration have not been deeply involved in questions of personnel certification.

There are several ways to develop a credential that will assure some minimum competence. With states in charge of certificate issuance, each has designed its own pattern by way of legislation. Similar prescriptive legislation has been aimed at other occupations, too. For some, such as barbers, morticians,

and engineers, states have generally opted for an examination following the completion of some preparation program. In those settings, success in the examination has been accepted as proof of competence, and a license enabling the citizen to seek work in that specific occupational area has been issued.

Every professional working in a school must have a certificate. For many, specific endorsements in areas of academic competence are necessary, too. Taken together, certification and academic area endorsements are indicators of competence--at least, at some minimal level.

Changing Certification

Alert observers of the current educational scene are aware that major changes are becoming evident in an increasing number of states. The change agents have been legislatures, state departments of education, and preparing institutions. It is not necessary to precisely identify the forces that exerted the political or economic pressures that motivated the change agents. They are variable. Yet, it is pertinent to acknowledge that some political power was exerted, and because of that, the social units and institutions that were the objects of that exertion, accepted it as real and acted accordingly. Changes in the certification of teachers have been made, and are in progress.

American schools employ varied types of professionally specialized personnel. Change has been a characteristic of American public education, as seen in school district size, number of districts, and educational programs. Generally, a pervasive characteristic of the change has been from the smaller and simpler to the larger and more complex school organization, and personal familiarity of boards and administrators with teachers has faded. Lack of personal familiarity enforced the proposition that all beginning professionals

should have a credential attesting to minimum competence to teach children, and likelihood of success as a starting teacher. Insofar as possible, uniformity within each state was also accepted as one goal for teacher certification. The certificate became that credential of uniform minimum competence. In the twentieth century, it evolved in the direction of greater uniformity and enhanced competence.

Many of the issues surrounding certification and eligibility to work, and be compensated for it, are settled. Boards may not be held liable for payment for services to employees who have failed to obtain a proper certificate, or who have obtained one through fraud. Boards of education cannot know personally the applicants for teaching positions, except in very small school districts. The unwavering demand that all applicants have, or be eligible for proper certification, provides a necessary protection for school boards, and for the children who will receive instruction from the candidates finally selected. Local boards may add to the rigor of the certification requirements, enhancing teacher qualifications; they may not reduce them or set them aside.

All teachers must have certificates appropriate to the grade levels in which they will teach, and/or to the subject area for which they will have resonsibility. Specialized certificates must be possessed by other school employees, such as counsellors, principals, supervisors, librarians, and teachers of handicapped children. The certificate is a necessary part of the job seeker's credentials, for it is an acknowledgment from the state's department of education that a minimum level of competence is present. It is not an assurance of success in the job for which it specifies competence, but it does assure likelihood of success.

The certificates that might be sought as prelude to job search within a school system differ from licenses only in that their issuance is not dependent upon a score on an examination, generally. Licenses and certificates are issued by state agencies and attest that the person named as recipient possess certain professional competencies, and a confident expectation in their performance is reasonable. They are not assurances of absolute and perfect performance. A bridge built by a licensed professional engineer may collapse; a classroom where a certificated teacher has been assigned as instructor may turn to chaos. However, exceptions do not disprove the need for some basic indicator of competence in specialized occupational fields.

People who desire to be teachers know that it is a lawful occupation and they may, in freedom of choice, choose to be a teacher. The route to certification is through a bachelor's degree including certain specifics, according to the kind of certificate desired. Colleges and universities engaged in the preparation of teachers have designed programs containing courses and information appropriate to certain tasks in schools. Students who are in those institutions make choices and commit to one program rather than another. The institutions, through liasons to their own state department of education (S D of E) have gathered the necessary coursework and information into programs of study for students. Once those programs are approved by the S D of E, students may study in the programs, knowing that upon completion they will be eligible for a bachelor's degree from the institution and an appropriate certificate from the S D of E. Issuance of the certificate after program completion is not a question. It will be issued upon application and evidence of completing an approved program. This procedure is used in some form in every state and is called the approved program procedure for certification. It is not the only

approach. Current professional literature reveals some strong preferences in a growing number of states for certification upon examination during, and after completing an approved program. Some statutory changes have been enacted, altering the routes to teacher certificates.

If there are mitigating factors, than certificate issuance may not be automatic. For example, a student might have attended an institution lacking a teacher preparation program approved in advance by the S D of E; or, the candidate might have a criminal record, or lack some other statutory requirement. Percentagewise, such applications do not form a large group. Typically, certification is an entitlement upon evidence of accomplishment, and a chief state school officer may not deny a qualified applicant the appropriate certificate.

Statutes, Changes, and Cases

Statutes from the many states are substantially uniform on how people may come to be legally designated as teachers, counsellors, principals and so on. Excerpts from the three states of Oregon, Nebraska and Connecticut span the nation and reveal the similarities.

> A teaching certificate provided for in this section shall qualify its holder to accept any instructional assignment from preprimary through grade 12 for which he has completed the professional requirements established by the rules of the Teacher Standards and Practices Commission.
>
> A basic teaching certificate shall be issued on applications to an otherwise qualified person who has completed an approved teacher education program and meets such other requirements as the Teacher Standards and Practices Commission may consider necessary to maintain and improve quality of instruction in the public schools of the state. Oregon Revised Statutes 342.135 (1) and (2)

> No person shall be employed to teach in any public, private, denominational, or parochial school in this state who does not hold a valid Nebraska certificate or permit issued by the State Board of Education legalizing him to teach the grade or subjects to which elected,

except that no Nebraska certificate or permit shall be required of persons teaching exclusively in junior colleges organized as part of the public school system.

The State Board of Education may, for just cause, revoke any teacher's certificate or administrator's certificate or suspend such certificate for such period of time as the board, in its discretion, shall determine. Just cause may consist of any or more of the following: (1) incompetence, (2) immorality, (3) intemperance, (4) cruelty, (5) crime against the law of the state, (6) neglect of duty, (7) general neglect of the business of the school, (8) unprofessional conduct, (9) physical or mental incapacity, or (10) breach of contract for teaching or administrative services. The revocation or suspension of the certificate shall terminate the employment of such teacher or administrator, but such teacher or administrator shall be paid up to the time of receiving notice of revocation or suspension. The board shall immediately notify the secretary of the school district or board of education where such teacher or administrator is employed. It shall also notify the teacher or administrator of such revocation or suspension and shall enter its action in such case in the books or records of its office; Provided, no certificate shall be revoked or suspended without due notice from the board and an opportunity given the teacher or administrator to explain or defend his conduct. Revised Statutes of Nebraska (79-1233 (1) and 79-1234

(b). . .Employment. . . may be terminated at any time for one or more of the following reasons:

(1) inefficiency or incompetence;
(2) insubordination against reasonable rules of the board of education;
(3) moral misconduct;
(4) disability, as shown by competent medical evidence;
(5) elimination of the position. . .;
(6) other due and sufficient cause . .

(c) For the purpose of this section, the term "teacher" shall include each employee of a board of education, below the rank of superintendent, who holds a regular certificate issued by the state board of education. Connecticut General Statutes Annotated Title 10, sec. 10-151, a, b and c.

Some states, in considering what should be done about teacher certification, merely acknowledge that teachers must be certificated, and then name an agency to develop standards and administer them. Typically, that agency is the state board of education, a sub-unit of it, or a commission on teach competence. Other states have become statutorily specific about the criteria for certification,

the methods for hiring, and the means for maintenance in position as a teacher. The point is that state legislatures are in command of the question, "How can a teacher's certificate be obtained?" and may handle certification procedure any way they see fit.

In 1977, the Oregon legislature added a stipulation that every applicant for a teacher's certificate must ". . . hold a recognized first aid card." Another add-on from that same era was the Oregon legislators mandate that every teacher certificate applicant ". . . demonstrate knowledge of Title VI of the Civil Rights Act of 1964," and of other similar federal and state statutes aimed at the prohibitions of discrimination against protected classes of citizens. The legislature passed such substantive requirements along with the procedural aspects to the state's Teacher Standards and Practices Commission, specifying names and types of certificates. The tendency to modify requirements and make them more complicated or more rigorous, revealed in the Oregon example, above, is common among the states. Georgia and Oklahoma are good examples.

Both states have moved toward certification based upon testing, and performance in the field by the beginning teacher. The nomenclature is different, but the intentions are parallel. For Georgia, the initial authorization to teach is the Nonrenewable Initial Certificate. In Oklahoma, it is called a license, is issued to entry-year teachers, and good for one year. In both states a legislated design is now in place that demands a show of competence by way of criterion referenced tests, and by way of performance in the classroom, under surveillance. Georgia candidates must achieve minimum passing scores on the Teacher Field Criterion-Referenced Tests as well as survive scrutiny under the Teacher Performance Assessment Instrument: Beginning Teacher Form. In both states, the classroom competency is devoted to assessment of both generic

and specific teaching skills.

The Okalahoma Statute, H B 1706, was signed by the governor in June, 1980, with different parts to become effective in 1981 and 1982.

Section 4. It is hereby declared to be the intent of the Legislature to establish qualifications of teachers in the accredited schools of this state through licensing and certification requirements to ensure that the education of the children of Okalahoma will be provided by teachers of demonstrated ability. It is further declared to be the intent of the Legislature that this act shall be in addition to existing laws governing teachers,and nothing herein shall be construed as repealing or amending any protection to teachers prescribed, nor as removing or diminishing any existing power, authority or responsibilities of the local board of education and the State Board of Education not in conflict with the provisions of this act. Non-degreed vocational teachers and school nurses certified under rules and regulations promulgated by the State Board of Education shall be exempt from the provisions of this act, excepting these provisions concerning the staff development programs.

Section 5. As used in this act:

1. "Board" means the State Board of Education;

2. "Licensed teacher" means any person who holds a valid license to teach, issued by the board in accordance with this act and the rules and regulations of the board;

3. "Staff development program" means the program mandated by this act for the continuous improvement and enrichment of the certified and licensed teachers of this state;

4. "Teacher education faculty development committee" means the committee recommended by this act for the continous improvement and enrichment of higher education instructors in the colleges of education;

5. "Department" means the State Department of Education;

6. "Entry-year assistance committee" means a committee in a local school district for the purpose of reviewing the teaching performance of an entry-year teacher and making recommendations to the Board. An entry-year assistance committee shall consist of a teacher consultant, the principal or an assistant principal of the employing school or an administrator designated by the local board and (3) teacher educators in a college or school of education of an institution of higher learning, or a teacher educator in a department or school outside the institution's college of education. Provided that, if available, qualified teacher consultants shall have expertise in the teaching field

of the entry-year teacher and, if possible, the higher education members of the entry-year assistance committee shall have expertise and experience in the teaching filed of the entry-year teacher. However, in all cases, at least one member of the entry-year assistance committee shall have expertise and experience in the teaching field of the entry-year teacher;

7. "Entry-year teacher"means any licensed teacher who is employed in an accredited school to serve as a teacher under the guidance and assistance of a teacher consultant and an entry-year assistance committee. Any such person shall have completed the program of the college or school of education of the accredited institution of higher learning from which the person has been graduated, and shall have passed a curriculum examination in those subject areas of approval in which the entry-year teacher seeks certification;

8. "Certified teacher" or "certificated teacher" means any teacher who has been issued a certificate by the Board in accordance with this act and the rules and regulations of the Board;

9. "Teacher consultant" means any teacher holding a standard certificate who is employed in a school district to serve as a teacher and who has been appointed to provide guidance and assistance to an entry-year teacher employed by the school district. A teacher consultant shall be a classroom teacher and have a minimum of two (2) years of classroom teaching experience as a certified teacher. No certified teacher shall serve as a teacher consultant more than two (2) consecutive years, although such certified teacher may serve as a teacher consultant for more than two (2) years.

A teacher consultant shall be selected by the principal from a list submitted by the bargaining unit where one exists. In the absence of a bargaining agent, the teachers shall elect the names to be submitted. No teacher may serve as a teacher consultant for more than one entry-year teacher at a time; and

10. "Instructor" means any individual who is employed in a teaching capacity in an institution of higher education, approved by the Board for the preparation of education personnel.

Section 6. A. The Board shall require the Department and the Professional Standards Board to work with any designated authority from the schools or colleges of education of the Okalahoma State System of Higher Education for the development of a plan to strengthen the screening requirements of college student applicants for admission into the education colleges of the schools of higher education. Criteria for the approval of teacher education programs in Oklahoma colleges and universities shall include, but not be limited to, substantial evidence that persons who enter teacher education programs demonstrate:

1. Competency in the oral and written use of the English languate; and

2. A minimum grade point average as established by the Professional Standards Board.

Criteria adopted by the Board shall also require that the teacher candidate satisfactorily demonstrate his ability to meet criteria established pursuant to this act at the completion of the teacher education program and provide evidence of having worked with children or youth in a variety of situations.

Criteria shall also include a greater emphasis upon field work in accredited schools by prespective teachers under the supervision of higher education instructors.

It is hereby declared to be the intent of the Legislature that the Board work with the State Regents for Higher Education and the various universities in establishing a procedure whereby all college of education instructors continue thier education during their tenure at a state university to ensure that the future teachers of this state are taught by professional educators fully trained in their area of expertise. Each approved program of teacher education shall have a teacher education faculty development committee that shall include at least one public school classroom teacher as a member. The committee shall write and review faculty development plans for each faculty member directly involved in the teacher education process. Individual faculty development plans shall be submitted to the Professional Standards Board as normal part of the five-year process of teacher education program review.

It is further declared to be the intent of the Legislature that such faculty development plans provide alternative means of education including, but not limited to:

1. In-service training programs;

2. Higher education courses;

3. Exchange programs with public school classroom teachers, administrators, and other school personnel; and

4. Programs whereby all full-time college of education faculty members, including the Dean of the college of education, are required once every five (5) years to serve in a state accredited public school the equivalent of at least one-half day per week for one semester in responsibilities related to their respective college of education teaching fields.

All state-supported public school systems shall participate in the aforementioned programs when so requested by the Board.

B. On or before July 1, 1981, the Board shall adopt rules and regulations requiring specific improvements to strengthen the screening of student applicants and field activity and placement as set out in subsection A of this section,where such rules and regulations shall be reviewed and amended or readopted by the Board at least one every five (5) years.

C. To assist the Board in setting specific requirements as set out in subsections A and B of this section, the Department shall annually prepare a statistical report showing the percentage of students from each of the Oklahoma institutions of higher learning who have passed or failed the curriculum examinations for certification which are set out in Section 9 of this act. The annual report shall show the percentages for each college or university separately and shall be distributed to each member of the Board and to the Legislature, at a time to be established by the Board.

Section 7. A. After January 31, 1982, the board of education of each school district shall employ and contract in writing, as required in Section 6-101 of Title 70, only with persons certified to teach by the Board or with entry-year teachers, in accordance with this act, except as otherwise provided by law.

B. The Board shall issue a license to teach to any person who:

1. Has successfully completed all college training and courses required by the Board;

2. Has been graduated from an accredited institution of higher education;

3. Has met all other requirements as may be established by the Board;

4. Has made the necessary application and paid a curriculum examination fee in an amount prescribed by the Board. Such curriculum examination fee shall be paid to the Board and be deposited to the Teachers' Curriculum Examination Revolving Fund created by this act; and

5. Has received a passing grade in the curriculum examination in accordance with this act.

Other states are active in this substantial move toward more dependence upon examination, and less upon completion of approved collegiate programs as the primary proof of beginning competence. Texas, Tennessee, Arizona and Louisiana

are using examinations-experience in certification programs. In 1980, Florida instituted its own Teacher Certification Written Examination, which called for demonstration of the following competencies:

1. The ability to write in a logical and understandable style with appropriate grammar and sentence structure.
2. The ability to read, comprehend, and interpret professional and other written material.
3. The ability to comprehend and work with fundamental mathematical concepts.
4. The ability to comprehend patterns of physical, social and academic development in students, and to counsel students concerning their needs in these areas. Florida SBE Rules Sec. 6A-4.201, 3-C.

In 1980-81, the New York Board of Regents circulated draft regulations devoted to licensing examination, internships, inservice education, and local review of professional performance. The goal is to secure lawful designation of teaching as a profession, and includes attention to professional entry and evaluation of performance. The program itself calls for a statewide licensing examination as a prelude to a certificate of qualification. The CQ would enable its holder to pursue, secure, and complete an "appropriate internship experience." Unlike other states where the focus has been upon teacher certification, the examination-license-certificate-internship sequence will apply to teachers and school administrators, alike in New York.

In Kansas, with no new statutes or regulations, the University of Kansas has revised its own teacher education program, pushing student teaching into a fifth year. That is, in its own approved program, no certification applications will go forward except by way of a fifth year post-baccalaureate program of thirty-two semester hours, half of which may be for graduate credit. At this time, it is an unusual program change, for more commonly, the changes are being

made by each state's legislature or its state board of education.

A recent action by the Supreme Court has been crucial to the practical reconsideration of the question about how teachers and administrators in public schools could be certificated. Without addressing any of the questions about the appropriateness of examinations as a part of the certification process, when those questions may have characteristics that some people insist are racially discriminatory, it is necessary to acknowldge that the case of the NEA v. State of South Carolina occurred.

National Education Association v. South Carolina (77-422 USSC, 1978)
Reported at 445 F. Supp. 1094)

GENERALIZATION

States set the requirements for teacher certification. They may have to prove the direct relationship between their requirements and the job, if disproportionate numbers of applicants, separated by race are disqualified at the point of meeting the requirements.

DESCRIPTION

The National Teacher Examination (NTE) results disqualified a substantially higher proportion of blacks than whites from among the applicants for teacher's certificates in South Carolina. Among all who passed the NTE, a larger percentage of black than of white teachers were placed in lower paying classifications as one consequence of their test scores. The record of the lower court was accepted and affirmed by the Supreme Court. The lower court noted that

> The evidence in the record supports a finding that South Carolina officials were concerned with improving the quality of public school teaching, certifying only those applicants possessed of the minimum knowledge necessary to teach effectively, utilizing an objective measure of applicants coming from widely disparate teacher training programs and

providing appropriate financial incentives for teachers to improve their academic qualifications and thereby their ability to teach. We conclude that these are entirely legitimate and clearly important governmental objectives.

In considering whether defendant's use of the NTE bears a fair and substantial relationship to these governmental objectives, we conclude that it does.

The record supports the conclusion that the NTE are professionally and carefully prepared to measure the critical mass of knowledge in academic subject matter. The NTE do not measure teaching skills, but do measure the content of the academic preparation of the prospective teachers.

In any decision-making process that relies on a standardized test, there is some risk of error. The risk of excluding truly qualified candidates whose low test score does not reflect his or her real ability can be decreased by lowering the minimum score requirement. That also increases the risk of including an unqualified candidate whose low test score does reflect his or her real ability. The State must weigh many facets of the public interest in making such a decision. If there is a teacher shortage, a relatively high minimum score requirement may mean that some classrooms will be without teachers, and it may be better to provide a less than fully competent teacher than no teacher at all. But to the extent that children are exposed to incompetent teachers, education suffers. It may be that education suffers less than would be the case if classrooms were overcrowded due to a lack of teachers. We think it is within the prerogative of the State to accept some unqualified teachers under circumstances where that is judged by the State to be on balance in the public interest, and that such an action by the State is not a violation of Title VII.

We also conclude that defendants' use of the NTE for salary purposes bears the necessary relationship to South Carolina's objectives with respect to its public school teaching force. Although the NTE were not designed to evaluate experienced teachers, the State could reasonably conclude the the NTE provided a reliable and economical means for measuring one element of effective teaching--the degree of knowledge possessed by the teacher. Having so concluded, defendants could properly design a classification system relying on NTE scores for compensating teachers and providing incentives for teachers to improve their knowledge in the areas that they teach.

We believe that a distinction for pay purposes between those who are qualfied as well as between those who are not qualifed survives the business necessity test. There appears to be no alternative available to the State, within reasonable limits of risk and cost, for providing the incentive necessary to motivate thousands of persons to acquire,

> generally on their own time and at their own expense, the necessary additional academic training so that they will be minimally competent teachers. Having made the investment of four years in an undergraduate education, it seems reasonable to try to upgrade the talent of unqualified teachers where possible, rather than rejecting them altogether.

Two justices took no part in this decision; two others, White and Brennan, dissented. With the acceptance of the district court's findings by a majority of the Supreme Court, South Carolina has continued to use testing as a way to differentiate between the most and least competent teachers, and to indicate that, first, by the certificate itself; and, second, by a rank system for the determination of pay.

Summary

Professional careers in elementary and secondary schools now attract over two and a quarter million persons. Teachers, librarians, counsellors, principals, superintendents and others must possess certificates attesting to minimum compentencies for their jobs. The fifty state departments of education issue certificates in correspondence to the academic programs completed by the applicants and, to a large extent, those certificates are transferable among the states. An increasing number of states demand some kind of examination for each applicant in addition to completing an approved academic program in teacher preparation. With eligibility for a certificate, citizens can join the manpower pool pursuing jobs in education. Certificates must come before contracts.

Up to this point, the legislature's efforts in the nation to improve education by way of more stringent certification standards have been focused

upon undergraduate teacher preparation programs. Reasons why the legislatures have not also addressed graduate programs, especially those for the preparation of educational administrators, are hard to ascribe; yet, several are suggested by observing the political-occupational scene. First, the great difference in numbers of teachers over administrators makes teachers a much more obvious group. Second, the teacher-child encounter in the instructional setting is a very critical incident. Third, teacher-child disputes, with aspersions cast upon instructional competence, are in the occupational realm of teaching, not of administration. Fourth, the sheer limit on legislative activity forces some choices for legislators. Fifth, a presumption has long been in place that better preparation programs for teachers will eventually produce a stronger group of administrators in that the latter must have passed through those improved programs.

Other speculative factors that have motivated legislators to act in a controlling and regulating fashion toward teacher certification could be identified and should not omit the prospect that comparatively, administrators do a better job than teachers, are more easily removed for their failures, or some such explanation. At any rate, legislative action aimed at qualitative improvement of teachers will have a salutory effect on preparation programs for school administrators in the near future, and that without regard to the curriculum design at any particular college or university with graduate programs for school administrators.